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**PRELIMINARY
REGIONAL GROWTH
MANAGEMENT PLAN
VOLUME I - SUMMARY**

**JANUARY 1978
COUNTY OF SAN DIEGO**

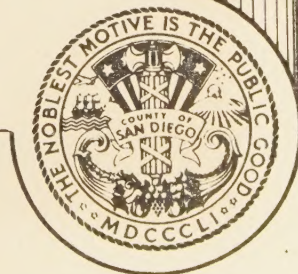
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PRELIMINARY GROWTH MANAGEMENT PLAN

VOLUME I - SUMMARY

COUNTY OF SAN DIEGO

JANUARY 1978



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- Legend**
- 1985 CURRENT URBAN DEVELOPMENT AREA
 - 1995 FUTURE URBAN DEVELOPMENT AREA (Candidate Growth Area Boundary)
 - ESTATE DEVELOPMENT AREA
 - RURAL DEVELOPMENT AREA
 - COUNTY TOWN
 - ENVIRONMENTALLY CONSTRAINED LANDS
 - SPECIAL STUDY AREA

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COUNTY OF SAN DIEGO PRELIMINARY REGIONAL GROWTH MANAGEMENT PLAN MAP

NOTE: This map is a component of the preliminary regional growth management plan. Refer to the plan text for a discussion of the map categories and their proposed application.

Regional Growth Management Program



- FREEWAY
- MAJOR ARTERIAL
- COLLECTOR ROAD
- LOCAL ROAD
- RAILROAD
- AIRPORT
- INCORPORATED AREA
- MILITARY RESERVATION
- CLEVELAND NATL. FOREST
- PERENNIAL DRAINAGE
- INTERMITTENT DRAINAGE
- STATE PARK
- COUNTY PARK
- CITY PARK

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BASE MAP NOTES: The base map has been prepared using U.S. Geological Survey 7.5 minute topographic maps. The base map is not a legal document. It is a planning tool. It is not intended to be used as a legal document. It is not intended to be used as a legal document. It is not intended to be used as a legal document.

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CHAPTER I: INTRODUCTION

This is a preliminary growth management plan for the unincorporated area of San Diego County. The plan consists of a map showing where future growth should occur, as well as implementing recommendations to assure that growth takes place in a manner consistent with approved goals and objectives. The timeframe for the plan extends through 1995.

A. What Has Happened to Date

On February 15, 1977, the San Diego County Board of Supervisors directed that a growth management plan be prepared for the County. On April 7, 1977, the Board approved a work program. The work program included the following components:

	<u>Due Date</u>
1. Development of goals, objectives and standards	JUL 1977
2. Identification of alternative candidate growth areas and implementing techniques	OCT 1977
3. Submission of Preliminary Growth Management Plan	JAN 1978
4. Impact analysis results (economic, fiscal, social, environmental)	APR 1978
5. Submission of Final Plan	JUN 1978

On July 26, 1977, the Board approved goals and objectives for use in preparing this preliminary plan (see Appendix I).

On August 18, 1977, the Board approved a proposed Candidate Growth Area Selection Methodology (Appendix II) and considered a list of alternative implementing techniques.

On October 12, 1977, the Board reviewed the first application of the Candidate Growth Area Selection Methodology and an implementation approach including a phasing concept.

B. Future Activities

It is important to emphasize that this plan is preliminary. Between January and April 1978 the plan will be subjected to intensive impact analyses as well as public review. Impact analyses will be carried out to determine the plan's potential environmental, economic, fiscal and social effects. At the same time, a concerted effort will be made to solicit the public's views and concerns about future growth in the region.

In April a series of hearings will be held by the Board of Supervisors to hear public comments about the plan and receive the results of the impact analyses described above.

Based on Board direction in April, a final plan will be prepared for adoption in June 1978.

C. Growth in San Diego County

1. Regional Growth Trends

The San Diego region has experienced rapid and sustained growth since the end of World War II, as evidenced by the following:

<u>YEAR</u>	<u>POPULATION*</u>	<u>ANNUAL GROWTH RATE</u>
1940	289,348	--
1950	556,808	6.76%
1960	1,033,011	6.38%
1970	1,357,854	2.78%
1975	1,559,505	2.81%

This past year the region's population grew by some 40,000. It is currently projected that the region's population will grow at an average rate of 2.3 percent annually through the year 1995.

2. Unincorporated Area Growth Trends

The unincorporated area has experienced even more rapid and sustained growth as evidenced by the following:

<u>YEAR</u>	<u>POPULATION*</u>	<u>ANNUAL GROWTH RATE</u>
1940	48,986	--
1950	136,624	10.8%
1960	227,386	5.2%
1970	292,625	2.6%
1975	361,756	4.3%

This past year the unincorporated area grew by 13,000. It is currently projected that the unincorporated area's population will grow at an average rate of 3.3 percent annually through 1995.

Traditionally, the majority of the region's residents lived in cities. While this is still true, the

*Based on U. S. Census and 1975 Special Census.

unincorporated area has experienced a disproportionate amount of the region's growth during the past few years.

This rapid County growth has occurred at a time when serious questions are being raised about the desirability of urbanization in the unincorporated areas generally. Some feel that County government is ill suited to adequately and equitably meet the needs of urban residents (see Chapter VI).

D. Problems Associated with Rapid Growth

Unmanaged, uncoordinated growth in the San Diego region has caused numerous problems. A partial list of these problems include:

1. Air Quality

San Diego has a serious air quality problem. In 1977 the San Diego Air Basin exceeded federal air quality standards on 119 days. The major contributor to the problem is the automobile. During the period of accelerated growth in the County, land use patterns have been encouraged that place jobs and commercial centers remote from new residential areas, thus making long commutes necessary. Continuance of such development patterns means that the automobile must continue as our major means of transit and major source of air pollution.

2. Inadequate Facilities

Rapid, unmanaged growth has resulted in major facilities problems. Most of the region's sewerage facilities are at or near capacity. There have been numerous sewer moratoria in the past years. Roads have been impacted. Many school systems have experienced serious overcrowding. With the recent drought and the prospect of increased use of Colorado River water by Arizona residents, the long-term outlook for imported water in the region is uncertain.

3. Loss of Open Space

Following current development patterns, projected regional population increases will consume 5,000 acres of undeveloped land annually, or an area about the size of the City of National City. Unmanaged growth has already resulted in the loss of much open space land and destruction of environmentally sensitive areas.

4. Lack of Moderately-Priced Homes

Increases in real family incomes, which average two percent annually, have not kept pace with housing price increases in San Diego. Moderate income families find it increasingly difficult to find an affordable home. This problem persists despite annual construction producing between 14,000 and 30,000 units annually over the past seven years.

5. Diminished Quality of Life

The term "quality of life" is difficult to define. Its meaning is the subject of much debate and controversy.

Nevertheless, it sums up a concern of many of the region's residents. People in San Diego are concerned that unmanaged growth has diminished the quality of life in the region. Many of the features that make San Diego an attractive place to live seem to be threatened. People look back with fondness at the farms of Mission Valley, the uncrowded freeways, and an undeveloped coastline. Perhaps most alarming is the fear that without a concerted effort, replacing this will be a senseless patchwork of endless residential suburbs stitched by freeways and neon commercial strips typical of Los Angeles.

E. What is Growth Management?

The term "growth management" as used in this plan refers to a collection of measures intended to accomplish the following:

1. Locate future growth in a manner reflective of Board adopted goals and objectives.
2. Establish the conditions under which growth in those areas can take place.
3. Assure that future growth is managed in such a way as to meet housing and other economic and social needs of the region's residents.
4. Guide the establishment of appropriate governmental structures in unincorporated urban communities to maximize self-government and efficient, equitable provision of urban services.

This plan is the result of eight months of intensive effort. In the opinion of Growth Management staff, it contains the ingredients necessary to direct growth in a manner reflective of public values and regional needs.

Before the plan is adopted, however, it must stand the test of public scrutiny and debate. Individuals and groups are encouraged to review this plan and make their concerns known. All views will be given serious consideration.

CHAPTER II. PLAN OVERVIEW

A. Goals and Objectives

On July 26, 1977, the Board of Supervisors authorized use of certain goals and objectives for use in preparing a preliminary growth management plan. (See Appendix I). These goals describe what the Growth Management Plan should accomplish. They can be summarized as follows:

- Urban growth should be directed to areas within and adjacent to existing urban areas. The rural setting and lifestyle of the remaining areas of the County should be retained.
- Growth should be phased with facilities.
- Growth should be managed in order to provide for affordable housing and balanced communities throughout the unincorporated area.
- Urban portions of the unincorporated area should be encouraged to either annex to an adjacent city or incorporate. As an alternative, urban levels of service should be financed through County Service Areas, Community Service Districts or some alternative mechanism.

B. How the Plan Was Developed

1. Selection of Areas for Growth

The formulation of the Growth Management Plan to date has closely resembled the planning done by an individual buying a home, or a business establishing a new office or plant. It began with the selection of sites. Since a majority of the region's residents now live and will in the future live in urban settings, particular attention was paid to the siting

of future urban areas. Criteria for locating the best areas for urban density were drafted. As is true for a new business, the siting of urban development areas took numerous factors into account, including:

- facility capacities
- proximity to existing facilities
- relation to major transportation routes
- environmental constraints

Using these criteria, the best sites for urban development were located and mapped. The result was the Candidate Growth Area map made public in October 1977, and the refined Preliminary Plan Map in this report.

These candidate growth or urban development areas are where most of the county's future development will be directed. Before 1985, development will be encouraged in portions of Candidate Growth Areas closest to existing urbanization and where essential facilities are available. After 1985, or as needed, more remote lands that presently lack essential facilities will become available for urban development. In the interim, only low density development will be permitted in those areas.

Outside the urban development areas, portions of the County have been designated as estate development areas. These areas will contain large - lot rural residential and intensive agricultural uses.

Beyond the Estate Development areas are the rural portions of the County. They are outside the service boundaries of the County Water Authority and have only limited development potential. Development in these areas will be constrained by the availability of groundwater.

Interspersed throughout the Estate Development and rural areas are small retail/residential centers. It is recommended that growth of these Country Towns be confined to areas within and immediately adjacent to existing development.

Certain areas of the County have been identified as being so sensitive or important that most types of development should not be permitted on them. These Environmentally Constrained Lands include flood plains lagoons, wildlife habitat areas, etc.

Two Special Study Areas of the County have been excluded from the plan. They are the desert area of Borrego Springs and the unincorporated portions of Otay Mesa. The desert area is unique in the County. The Borrego Springs area has been subject to substantial development pressures. Due to the unique problems associated with development in the desert, the Borrego area will be the subject of a special study to be carried out by the County Integrated Planning Office.

The Otay Mesa area is currently being studied as a potential center for economic development. Final recommendations regarding land uses on the Mesa must await completion of those studies.

C. Determining When Growth Can Take Place

Having identified where growth can go, the next problem was to determine when or under what conditions growth should be allowed to take place. Generally, the plan requires that growth be phased with facilities, in particular: sewer, water, fire, schools, and roads. A Facilities Adequacy Policy, Road Adequacy Policy, and Rural Groundwater Policy are included in the plan to assure that this occurs.

D. Dealing With Other Growth-Related Issues

There are numerous other issues with which a growth management plan must deal. These include:

1. Housing

Growth management is primarily concerned with the future location of housing. The challenge for any growth management plan is to manage growth in such a fashion that there are adequate housing opportunities for all socioeconomic groups in the region. This plan contains draft inclusionary ordinances to assure that a certain percentage of new residential construction in the County is available to low and moderate income persons. It also makes recommendations about zoning

techniques that can help distribute affordable housing throughout the County.

2. Deterioration and Displacement

Closely related to the housing issue discussed above, are the problems of deteriorating areas and displacement of low-income persons from developing areas. The plan contains policy recommendations about ways to deal with these problems.

3. Governmental Structure

Growth in the County has resulted in the formation of the equivalent of several moderately sized cities in the unincorporated areas. Each of these areas is under the jurisdiction of the County Board of Supervisors. Services are provided by the County and numerous special purpose governmental entities (Special Districts). Serious questions have been raised recently about the appropriate form of government for these areas. Generally it is felt that cities are best suited to do the job. This plan contains a Governmental Structure Policy to assure that the urban communities in the County seek municipal status or some other appropriate governmental structure.

4. Costs of Growth

The public is justifiably concerned about the costs associated with growth and alternative development patterns. Some of the greatest concerns have to do

with impacts on taxes, on the availability of jobs, and on the price of housing. In preparing this plan, we have made certain assumptions about how growth should be managed to deal with problems such as these.

These assumptions are as follows:

1. Contiguous development is to be preferred to development remote from existing urban areas. Longer service lines are more costly to build and maintain.
2. In the short run, inexpensive land in outlying areas can reduce housing costs, but these savings may be offset by higher service and commuting costs.
3. In the long run, open space disappears as land is consumed for low density single family developments. The resultant long commutes to work may significantly worsen air quality.
4. Densities of three to four dwelling units per acre are needed for self-supporting public transit systems.
5. Initial development at maximum permitted densities in urban areas is to be preferred over gradual densification which can be more costly, and often results in some type of displacement.
6. Open space needs can be satisfied more inexpensively through clustered development than by private purchase of backyards and purchase of parks.

Between January and April, 1978, analyses will be performed to test these assumptions.

E. Conclusion

Growth management reflects a broadening of the concerns expressed in traditional land use planning. Consideration of the timing and costs of new development, as well as the

location and character of development is necessary to deal with the complexity of a regional economy. Growth management recognizes that the decisions of government regarding the timing and location of public projects can have substantial influence on costs to the public. Similarly, government land use decisions influence future patterns of private development. Economic development policies, taxation and social service delivery patterns affect the long-term viability of urban areas. The Growth Management Plan attempts to coordinate these policies in order to guide new urban development into those areas where urbanization will be least costly, conserve future options for development and help meet housing and other needs of County residents.

CHAPTER III. LAND USE RECOMMENDATIONS

A. Goals and Objectives

The land use goal and objectives of the preliminary Growth Management Plan are as follows:

Promote wise use of the County's land resources, preserving options for future uses.

- Encourage future urban growth to be contiguous with existing urban areas and maximize use of underutilized lands within existing urban areas.
- Retain the rural character of non-urban lands.
- Limit urban densities in rural areas to lands contiguous with existing rural towns and communities.
- Encourage continuance and expansion of agricultural uses in the unincorporated area.
- Insure preservation of continuous regionally significant open space corridors.

B. Recommended Actions

To meet this goal the following actions are recommended:

1. Recommended Uses in Growth Management Plan Categoriesa. Urban Development Areas - 1985

- Uses should include those permitted by the County General Plan and Zone Compatibility Matrix.
- Encourage development at the maximum densities permitted by the County General Plan and Zone Compatibility Matrix.
- Attempt to achieve average densities of four units to the acre or greater on all developable land.

- Discourage new permanent agricultural crops and any reclassifications of land to agricultural zones.
- Evaluate the 1985 line every three years, and if appropriate adjust it to accommodate new urban growth demands.

b. Urban Development Area - 1995

- Establish the outer boundaries of all urban development areas as urban limit lines beyond which urban development will not be permitted.
- On an interim basis, divisions of land should be permitted only at the largest lot sizes permitted by the County Zone Compatibility Matrix.
- Ultimately development should be encouraged in accordance with the recommended uses for urban development - 1985 areas.

c. Estate Development Area

- Permit parcel sizes of two to eight acres depending on slope.
- Permit parcel sizes down to one acre provided lot averaging is used over the entire parcel.
- Permit clustering at up to 33 percent increased overall density on projects of twenty acres or larger when at least forty percent open space is dedicated.
- Application of clustering or lot averaging should not result in higher levels of service being introduced or extended into an area than would otherwise be needed to serve the underlying density.

d. Rural Areas

- Permit parcel sizes of four to forty acres depending on slope and groundwater availability.

- Permit clustering at up to 33 percent increased overall density on projects forty acres or larger when forty percent open space is dedicated.
- Application of clustering or lot averaging should not result in higher levels of service being introduced or extended into an area than would otherwise be needed to serve the underlying density.

e. Country Towns

- Uses should include those permitted by the County General Plan and Zone Compatibility Matrix.
- Discourage expansion of Country Town boundaries.
- Boundaries may be expanded for extension of town facilities to meet emergency health and safety needs of contiguous, subdivided land.

f. Constrained Areas

- Permit uses allowed in Rural Areas (i.e., parcel sizes of four to forty acres depending on slope and groundwater availability).
- Accelerate the implementation of programs that will lead to public ownership and the development of management programs for coastal wetlands.
- Maintain all existing land use and zoning designations that discourage development except for parks, recreation compatible with the natural ecosystem, and natural terrain open space.
- Retain flood prone areas which are not planned for channelization in natural, open and other non-urban uses.
- Accelerate implementation of the sand resources management strategy as identified in Chapter 5 of the Conservation Element.

- Accelerate implementation of policies and action programs of the Conservation Element which will regulate, conserve and protect rock quarries and deposits.
- Accelerate implementation of Conservation Element policy concerning regulation of major land-clearing projects. The policy should be applicable to all lands falling within the Rural and Estate Categories.

g. Special Study Areas

- In the Desert Special Study Area around Borrego Springs, no application for changes in the General Plan or rezones which would result in an overall increase in the potential number of dwelling units should be accepted until IPO completes a cumulative environmental analysis and long-range plan for the area. The cumulative analysis should, at a minimum, provide sufficient air quality and groundwater data to allow the determination of the holding capacity of the area. This analysis should be completed prior to preparing a subregional plan for the area. Divisions of land will be regulated by the groundwater policy when analysis is completed for the subregion.
- For the Otay Mesa area, discourage divisions of land or rezones pending completion of studies needed to determine feasibility of establishing an Economic Development District.

2. Pre-Existing Undersized Lots and Approved PDP's/LSP's

- Lots authorized by the old lot split ordinance (i.e., between 1961 and 1972) but unexecuted within three years of adoption of this plan should be declared by ordinance null and void.
- All pending projects including divisions of land pursuant to approved PDP's and LSP's should be consistent with the Growth Management Plan.

3. Agricultural Lands

- Expedite completion of the Agricultural Element.
- Until the Agricultural Element is completed, areas designated Agricultural Preserve (but not under contract) in the County General Plan should not be subdivided.
- Discourage rezones to agricultural zones on lands designated for residential land uses (categories 1 through 9) except for the development of greenhouses.

C. Discussion of Recommendations

1. Plan Categories Concept

The Preliminary Growth Management Plan contains four land use categories designed to provide a phased regional development strategy consistent with the availability of public facilities. These classifications are:

- 1985 Urban Development Areas
- 1995 Urban Development Areas
- Estate Development Area
- Rural Area

These "primary" categories are supported by three other subcategories to deal with development in unique areas.

These categories are:

- Country Towns
- Environmentally Sensitive Areas
- Special Study Areas

The Preliminary Plan map outlines these land use categories.

In concert with this land use strategy, phasing growth will also be accomplished by a Facility Adequacy Policy, Road Adequacy Policy, and a Groundwater Availability Policy.

D. Relation of Growth Management Plan Categories to County General Plan

Every effort has been made to use the County General Plan in defining Growth Management Plan Categories. Urban development areas in most cases correspond to residential categories in existing community plans. To a great extent, permitted uses in each Growth Management Plan classification are within the range of permitted uses in the existing plan.

The Growth Management Plan complements the existing plan by doing the following:

- An urban limit line is established between Urban Development and Estate Development areas.
- More precise density recommendations are made for Urban Development Areas, although in most cases the densities conform to existing plans.
- The 1985/1995 Urban Development Area distinction provides a method to phase urban growth.
- A system for phasing growth with facilities is formally added to the County planning process.

E. Plan Categories Description

1. Urban Development Area

Urban Development Areas were identified by use of the Candidate Growth Area Selection Methodology (see Appendix II).

The 1985 Area includes those County lands to which near term urban development should be directed.

It is recommended that development in these areas be encouraged at the maximum densities permitted by the County Zone Compatibility Matrix (i.e., the maximum found to be in conformance with the Land Use Element of the County General Plan). As a guide, it is further recommended that minimum densities of four dwelling units to the acre be achieved on developable lands. The issue of density is a controversial one. However, these recommendations are made for the following reasons:

- Housing Costs - Land costs have risen more rapidly than the other factors influencing housing cost. In 1970 lot costs represented 27 percent of the cost of a typical housing unit. In 1977, this figure was 35 percent. While not the final solution, achievement of higher densities is a prerequisite to provision of affordable housing.
- Land Conservation - It has been estimated that, under existing trends, an area the size of the City of National City must be developed each year in order to accommodate the 208 population forecasts. Unless the trend is altered, 90,000 new acres would be developed regionally by 1995.

The growth management plan seeks to contain growth within specified areas and retain the rural character of non-urban lands. If open space lands are to be retained and sprawl contained, then achievement of somewhat higher densities in urban areas will be necessary.

- Efficient Facilities Usage - It is generally more costly to provide low density development with urban services. In the case of transit, densities of four units per acre or greater are a prerequisite to the provision of service.

- Water Conservation - Per capita water consumption rates decrease as densities increase. This is primarily due to reduced landscaping requirements (see Table 1).

The Urban Development Area - 1995 includes primarily those areas designated as urban (one acre or more dense, categories 1 through 15) and generally following the previously adopted urban limit lines in Lakeside, Valle de Oro, and Sweetwater. Some additional areas were added to accommodate areas with high rankings in the Candidate Growth Areas analysis.

The Urban Development Area - 1995 category is regulated by a "phased zoning" concept. The concept is to encourage ultimate development at the densities permitted in the 1985 area. This underlying permissive zoning, however, will be treated as prezoning. The Regional Growth Management Plan specifies that in the near term divisions of land will be permitted only to the largest or least permissive lot size. With this temporary restriction, sufficient disincentive should be established to promote infilling and contiguous urban development in the 1985 area. Thus the 1995 Urban Development Area will be required to develop at low density (typically four acre minimum parcel size) or wait until the current Urban Development Area line encompasses the property. This may occur when the line is moved every third year.

TABLE 1

WATER CONSUMPTION RATES
BY
DENSITY RANGES

ZONE	DU/AC THEORETICAL	DU/AC "ACTUAL"	WATER CONSUMPTION GALLONS PER CAPITA PER DAY	LAND USE CATEGORY
R-4	43	25.8	102	Very High Residential
R-3	29	17.4	104	High Residential
R-2	14.5	8.7	113	Medium High Residential
	8	4.8	145	High Medium Residential
R-1-A	7.3	4.4	155	Medium Residential
R-1-B	5.8	3.5	190	Medium Residential
R-1	4.4	2.6	249	Medium Low Residential
	4	2.4	268	Medium Low Residential
E-1-A	2	1.2	515	Medium Low Residential
E-1	1	0.6	1,008	Very Low Residential

2. Estate Development Area

The Estate Development Area combines agricultural and low density residential uses. It corresponds to the Rural Residential, Agricultural Estates and Agricultural Categories (16 through 21) in the existing General Plan. Included in the designation are those areas outside the the 1995 Urban Development Area line or Country Towns but within the County Water Authority boundary.

The issues of clustering and lot averaging in the rural and semi-rural areas of the County is a controversial one. Proponents feel that clustering is desirable as a means of keeping development away from environmentally sensitive areas (e.g., steep slopes). Critics see clustering as a way to circumvent certain provisions of the plan by adding units that would not be permitted through conventional subdivision at planned densities.

This plan sees clustering as desirable to preserve certain sensitive areas such as steep slopes and riparian areas. Incentives (i.e., density bonuses) should be provided to encourage such development when it is found to be in the public interest. To avoid abuse, however, it is recommended that:

- The density bonus not exceed 33 percent;
- It be permitted on only large parcels (20 acres or greater in the Estate Development Areas and 40 acres in the Rural Areas);
and

- The presence of the clustered units not result in installation of higher levels of service than would have been required to support the underlying density.

The intent is to keep urban or extended levels of service out of the rural and semi-rural areas of the County.

3. Rural Areas

The Rural Area includes all privately owned properties outside the County Water Authority. This area is primarily made up of agriculture or unimproved lands and remote pockets of residential development. Because of the frequent rugged topography, fire hazards and limited groundwater sources, the area is limited in its development potential. It is therefore intended that parcel sizes be dictated by slope category and the Groundwater Availability Policy (see Chapter V). Limited clustering incentive will result in development occurring off of steep slopes away from fire hazard areas and nearer to access routes.

4. Country Towns

This classification applies to small retail/residential areas serving surrounding rural areas or functioning as resorts. They are indicated on the present Land Use Element as Rural Residential or more dense and are clearly removed from existing or projected urban areas.

The Plan provides for containment but at the same time allows for residential densities within the town itself. Outside of the townsite areas the surrounding Estate or Rural Area residential development standards will apply. This simple approach establishes a minimum of planning restriction while maximizing the integrity of the rural atmosphere associated with the Country Towns.

It is recommended that the following communities be designated Country Towns:

Alpine	Harbison	Pauma
Campo	Jacumba	Pine Valley
Crest	Jamul	Rainbow
Descanso	Julian	Valley Center
Guatay	Morena Village	Warner Springs

5. Environmentally Constrained Areas

Environmentally constrained lands include flood plains, lagoons, construction quality sand deposits, rock quarries and areas containing rare and endangered plant and animal species. Development in these areas should be at densities permitted in Rural Area of the County. Development should, however, be preceded by thorough environmental review and imposition of appropriate mitigation measures.

In addition, areas designated Agricultural Preserve on the existing plan will be included in this classification until an Agricultural Element is completed.

6. Pre-Existing Undersized Lots and Approved Private Development Plans

The County contains many legal lots that do not conform to the minimum lot size requirements contemplated by the Growth Management Plan. These lots are legal building sites and, subject to code provisions and issuance of a Certificate of Compliance can legally be developed.

There are, however, many undersized lots authorized by the old lot split ordinance (between 1961 and 1972).

Unless sold, these lots remained unexecuted and thus are not legal lots. It is recommended that, unless executed by a deadline date, 3 years after Growth Management Plan adoption, these lots be declared by ordinance null and void.

All approved Private Development Plans or Large Scale Projects can be included in one of three categories:

- In Candidate Growth Areas;
- Outside Candidate Growth Areas with Urban Densities; and
- Outside Candidate Growth Areas without Urban Densities.

Projects located within Candidate Growth Areas should be developed at urban densities in conformance with this plan. The holding capacity analysis contemplates a build-out of PDP or LSP at the approved densities.

The projects with urban densities located in non-candidate growth areas are, for the most, part already subdivided into small urban lots. Improvement Districts have been established and development has occurred. These existing lots should be treated the same as any other existing subdivided lot. Further subdivision of these lands, however, should conform to the Growth Management Plan.

Projects in the third category appear to conform generally with the provisions of this plan.

7. Agricultural Lands

Agriculture is a significant economic activity in the County which is threatened by competition for adequate land, water, and other resources. The complexities of the agricultural economy require detailed analysis which has been initiated by the County in preparation of an Agricultural Element of the General Plan. The Growth Management Plan will not preempt the efforts of this more comprehensive study. It is essential, however, that in the interim the Growth Management Plan seek to protect and expand agricultural uses in the unincorporated area.

A fundamental position of the Growth Management Plan is support for the Agricultural Element. Existing land use regulations affecting agricultural activities are conflicting and inadequate. It is essential that, through the Agricultural Element Study the detailed planning

ordinances and policies be developed to identify and protect prime agricultural lands. Agriculture should not be treated as an interim use to be displaced by future urban development.

Until the Agricultural Element is adopted, areas designated as Agricultural Preserves on existing Land Use Maps should be retained and not subdivided.

The final agricultural recommendation in the Growth Management Plan is to discourage the interim use of urban or residential areas with activities permitted by agricultural zones. Agricultural activities in these areas tend to preclude subsequent development at urban densities, thus forcing residential uses into areas less desirable for growth.

F. Holding Capacity: Population and Housing Projections

The holding capacity analyses for the majority of the Candidate Growth Areas were based on information supplied by the Integrated Planning Office (IPO). IPO has developed a methodology for computing the development capability of communities as part of the General Plan Revision process. In summary the methodology is based on the following assumptions and determinations:

- All vacant parcels are analyzed for the potential for development and subdivision.
- The "yield", or number of future dwelling units, from the vacant acreage was estimated in consideration of topography, development constraints, requirements for streets and rights-of-way, and the observed trends in the unincorporated areas.
- Future development will occur at the highest density allowed consistent with the designated land use.
- The gross densities which could be realized for each residential land use category were assumed to be as follows:

Very Low.	0.65	Dwelling Units	Per	Gross	Acre
Medium Low.	1.30	"	"	"	"
Low	1.89	"	"	"	"
Low Medium.	2.80	"	"	"	"
Medium.	4.02	"	"	"	"
High Medium	8.00	"	"	"	"
Medium High	10.00	"	"	"	"
High.	20.00	"	"	"	"

- The number of additional dwelling units attainable in each area was further reduced by fifteen percent to allow for the requirements of neighborhood parks and recreation, schools and other public and semi-public uses.

The methodology represents the best available estimate of the development potential of unincorporated communities. This information, however, will not be available for the remaining Candidate Growth Areas until mid-February 1978. The holding capacity analysis for these areas was based on the total acreage designated for each land use category. The potential for new dwelling units was then obtained by subtracting the inventory of existing units. While this methodology provides a general indication of the growth potential within each community, it is subject to error.

The updating of base maps, existing land use maps, and inventories will be accomplished by mid-February 1978. This information will be used to revise the holding capacity analysis of communities where the approximate methodology was employed. (See Appendix III for detailed Holding Capacity Analysis results.)

1. Population

The following table is a summary of area population holding capacities. The analysis is based on the adopted Land Use Element of the General Plan with the exception of the two Special Study Areas and Ramona, where the proposed Community Plan was used.

COMMUNITY PLANS OR SUBREGIONAL AREAS	CANDIDATE GROWTH AREAS	ESTATE/ RURAL	COUNTRY TOWN	TOTAL
Montgomery	26,300			26,300
Sweetwater	13,300			13,300
Valle de Oro	118,300			118,300
Santee	104,900			104,900
Lakeside	56,300	11,200		67,500
Poway	53,100	9,200		62,300
Ramona	24,800	16,100		40,900
San Dieguito	85,300	17,000		102,300
North County Metro	99,200	13,300		112,500
Escondido Fringe	16,800	8,400		25,200
Fallbrook	32,200	15,600		47,800
Crest/Dehesa	2,150	16,200		
(Crest)			1,170	
(Harbison Canyon)			1,470	20,990
Pala/Pauma	2,240			
(Pauma)			5,110	7,350
Valley Center	500	16,700		
(Valley Center)			3,050	20,250
Otay		7,560		7,560
Mountain Empire		11,400		
(Morena Village)			2,520	
(Campo)			335	
(Jacumba)			380	14,635
Central Mountains		6,450		
(Descanso)			800	
(Guatay)			275	
(Pine Valley)			925	8,450
North Mountains		13,800		
(Warner Springs)			200	14,000
Alpine		14,200		
(Alpine)			7,230	21,430
Julian		8,000		
(Julian)			2,450	10,450
Jamul-Delzura		15,400		
(Jamul)			2,240	17,640
Rainbow		6,000		
(Rainbow)			4,300	10,300
Desert		26,400		26,400
DeLuz		4,200		4,200
TOTALS	635,390	237,110	32,455	904,955

2. Housing Mix in Candidate Growth Areas

The Holding Capacity Analysis has used the existing land use categories of the County General Plan to estimate the number of future housing units possible in each Candidate Growth Areas. It also contains a breakdown of housing types by single family detached units and multiples.

The preliminary analysis indicates that in Candidate Growth Areas future housing mix will be approximately sixty percent lower density single family and forty percent multiples and/or mobilehomes.

The distribution of future multiple units is not uniform between candidate growth areas. The major concentration of proposed multiple units is in the South Bay and East County. For example Santee, Valle de Oro, Lakeside, and Montgomery account for approximately 79 percent (33,200 units) of the future multiple units in the County. The same areas are projected to have 30.4 percent (19,400 units) of the single family, lower density units.

The North County candidate growth areas of Poway, San Dieguito, Escondido Fringe, North County Metro, Ramona, and Fallbrook account for 21 percent of the future multiple units. These areas are projected to accommodate approximately 69 percent (42,700 units) of the future single family lower density units.

The disparity between the South Bay/East County and North County may be greater once the Local Coastal Plan and revised Poway Community Plan are adopted (See Appendix VII, Tables 19 and 20).

CHAPTER IV. CAPITAL FACILITIES

A. Goals and Objectives

The capital facilities goals and objectives are as follows:

1. Goal - Provision and Phasing of Facilities

Assure efficient, economical, and timely provision of facilities and services* to accommodate anticipated development to 1995.

- Provide future urban development with facilities and services meeting the standards defined in the Growth Management Plan.
- Promote extension of facilities to areas contiguous to existing facilities and at a rate of expansion generally consistent with anticipated growth.
- Direct near-term growth to those areas where essential facility infrastructures have remaining service capacity or the capability of expansion concurrently with approved development.
- Provide essential facilities and services necessary for the minimum functioning of communities concurrently with, or prior to, urban development.
- Identify and implement economies of scale in the provision of services.
- Insure sufficient funding for capital facilities and operating costs through adoption of policies regarding assessed valuations, district financing, general obligation bonds, lend-leasing financing, etc., for candidate growth areas.
- Develop an information system to determine if facilities needs are being met in the County.

*Facilities and services covered in the Growth Management Plan include water, sewers, schools, fire protection, police protection, flood control, roads, public transportation availability in urban areas, libraries, and local parks.

2. Goal - Coordination of Facilities Planning, Programming, and Implementation

Assure that facilities and services provided by all agencies and jurisdictions are coordinated in their timing, location and level of service consistent with growth management goals and objectives.

- Coordinate the location and timing of public facility improvements with the programming of improvements by other jurisdictions and private parties to the degree that the facilities are interdependent or have direct impact on each other.
- Take all appropriate actions to assure that there is coordination in the expansion of major facilities by various serving agencies, consistent with the County General Plan and growth management goals and objectives.
- Integrate the County's fiscal policies with the General Plan and departmental Master Plans in a manner consistent with growth management goals.

3. Goal - Development of Flexible Programs

Provide a facilities program which, in its implementation, is capable of future adjustment or revision to meet changing needs and conditions.

- Periodically evaluate and update facilities plans in order to adjust to changing trends and needs.

B. Recommended Actions

To meet these goals and objectives, the following actions are recommended:

1. Provision and Phasing of Facilities

- Approve implementation of an Integrated Facilities Adequacy Analysis System including a Facilities Adequacy Policy to assure that water, sewers, fire and school facilities will be available concurrently with growth.

- Revise the existing Growth Information System (GIS) to fully implement the Facilities Adequacy Policy.
- Adopt a Road Adequacy Policy to assure that peak roadway capacity for the County's Circulation Element is sufficient to accommodate the demands resulting from the approval of discretionary permits.
- Adopt a policy to actively support development and provision of facilities and services in the unincorporated area consistent with the County Regional Growth Management Plan.

2. Coordination of Facilities Planning, Programming, and Implementation

This goal will be met if the recommended policy regarding projects in the unincorporated area is implemented (see above) and once a management agency is designated.

3. Development of Flexible Programs

This goal should be met in the course of periodic updates of the Six-Year Capital Facilities Program.

C. Relation of Capital Facilities Goals to Candidate Growth Area Selection Process

Some of the capital facilities objectives were achieved in the process of identifying candidate growth areas. Those objectives and the manner in which they were addressed are as follows:

1. Promote extension of facilities to areas contiguous to existing facilities and at a rate of expansion generally consistent with anticipated growth.

Positive ratings were given to areas within the service boundaries of the fundamental facilities.

2. Direct near-term growth to those areas where essential facility infrastructures have remaining service capacity or the capability of expansion concurrent with approved development.

Positive ratings were given to areas where sufficient capacity exists or is assured for projected populations.

D. Discussion of Recommended Actions

1. Integrated Facilities Adequacy Analysis System

The Integrated Facilities Adequacy Analysis System is the key phasing mechanism of the Growth Management Plan. The purpose of the system is to assure that the four fundamental facilities (water, sewers, fire and schools) will be available prior to or concurrently with growth.

The system consists of the following components:

- Facilities Standards
- Facilities Adequacy Matrix
- Facilities Adequacy Policy

The Facilities Standards define the appropriate level of service for each of the Growth Management Plan land use classifications.

The Facilities Adequacy Matrix defines the various levels of potential demand that a district may experience. The matrix then defines ratings to be used in determining the district's ability to meet the various levels of demand. For fire protection, ratings are related to the district's ability to meet certain performance standards.

Finally, the Facilities Adequacy Policy defines the appropriate actions to be taken by the Board of Supervisors and special districts for each possible rating.

a. Facilities Standards

Facilities standards have been defined for each growth management plan land use classification. These standards define the minimum level of service necessary to support general health and welfare. In some cases, (for example fire protection) the standard is a fixed one to be applied uniformly from district to district within a land use classification. In other cases, (for example schools) the standard will vary from district to district. The standards are described in Table 1.

b. Facilities Adequacy Matrix (Water, Sewers, Schools)

The Facilities Adequacy Matrix defines the various levels of potential demand that a water, sewer, or school district may experience. These levels of demand are summarized in the upper left corner of Table 2. Service Demand Level A refers to the demands placed on the district by current users only. Level of Service I refers to the potential demand placed on the system by complete build-out in the district's ultimate service area.

Ratings are based on the ability of a sewer, water or school district to meet the various levels of potential demand identified in Table 2. The X's in Table 2 relate a district's critical capacity to the demands being placed on it. A rating of one (I) means the district is capable of meeting all potential demands (i.e., A through I). A rating of two (II) means the district can meet service demand levels A through H. A rating of ten (X) means none of the service demand levels can be met.

c. Facilities Adequacy Policy (Water, Sewers, Schools)

The Facilities Adequacy Policy defines the appropriate actions to be taken by the Board of Supervisors and special districts for each rating. The recommended actions for each rating are contained in the bottom half of Table 2.

d. Fire Ratings

The characteristics of fire protection do not lend themselves to the analysis of district capacity in the manner of the other fundamental facilities. Growth Management staff and the County Fire Services Coordinator have developed fire protection standards which address the level of service in the various land use categories and which can be used to develop

ratings comparable to the other fundamental facilities. The standards are identified in Table 1. Ratings based on these standards as well as recommended actions are contained in Table 3.

A detailed discussion of the Integrated Facilities Adequacy Analysis System is contained in Appendix IV.

2. Growth Information System

The Integrated Planning Office has developed the initial Growth and Public Facilities Information System. The purpose of this initial report is to

" . . .provide elected officials, governmental staff, and the general public with a perspective of the effect of urbanization and to identify geographical areas which might be impacted by a lack of additional facility capacity."

The Growth Management Program proposes specific modifications to the existing GIS which would:

- a. More precisely identify and prioritize the demands on the fundamental facilities (sewer, water, fire protection and schools).
- b. Enable County staff to develop performance ratings for each serving agency as input to the Facilities Adequacy Matrix and the Facility Adequacy Policy (the performance ratings are to be revised quarterly reflecting the on-going impacts of growth).
- c. Incorporate more definitive data concerning the types of housing currently under construction in order to implement the Growth Management's housing goals and objectives.
- d. Incorporate environmental data, impacts and issues.

In order to accomplish modifications "a" and "b" (above) the reporting format of the Growth Information System should be revised to contain all information necessary to develop the performance rating for each agency providing a fundamental service. This will also entail the development and maintenance of data which is currently not included in the report. Information to be developed for each special district includes:

Responsible
Agency

- | | |
|----------------------|---|
| IPO | <ul style="list-style-type: none"> - Ultimate 1995 service demand for each district for their existing jurisdiction and ultimate sphere of influence as defined by the Local Agency Formation Commission. This demand is to be based upon the community/general plan land use designations and the Regional Growth Management Plan. - 1985 service demand based upon appropriate land use designations and the Regional Growth Management Plan. |
| LUER | <ul style="list-style-type: none"> - A systematic method to continuously account for all dwelling units and equivalent dwelling units proposed for new developments. This would require the Department of Land Use and Environmental Regulation to maintain records of all maps in process, the status of all maps in the approval process, any changes in the original development proposals until the development is actually constructed. |
| Special
Districts | <ul style="list-style-type: none"> - An analysis of the number of existing dwelling units and equivalent dwelling units within each district which are currently utilizing alternate or private systems. |

- An estimate of the number of users which though connected to the system are not impacting the system.
- An accounting of all current users.
- The current critical limiting capacity of each district.

This information is to be revised and updated on a quarterly basis. It is suggested that the entire process be computerized to minimize the number of labor-hours required and to facilitate statistical reporting by:

Special District Boundaries

Community and/or Candidate Growth Area

Impacted Sub-Areas

Common Services Areas (developed by overlaying all district boundaries -- see subsequent section of Facilities Adequacy Matrix)

While the suggested revision will in many cases require additional effort from County staff and the Special Districts, this information is essential to future decisions concerning near-term growth. Both the County and the special districts will benefit from the revised system which can:

- a. Encourage consistency in planning and project development for all services within any geographical area.
- b. Facilitate the preparation and review of EIR's -- both public and private.
- c. Provide a subregional basis for subdivision review and approval.
- d. Provide to all parties advanced warning of impending facility deficiencies.

3. Road Adequacy Policy

The impact of growth on the road network is handled in a policy separate from the Facilities Adequacy Policy.

The reasons for this are as follows:

- a. The impacts of development upon the roadway system are not localized to the vicinity of the proposed project.
- b. Precise traffic capacities for any defined level of service are difficult to determine due to the unique characteristics of each roadway section, the type of access and the level of intersection control.
- c. Peak hour traffic volumes are somewhat self-adjusting; that is, when traffic approaches the "capacity" of major roadway elements, commuters tend to seek alternative routes and/or readjust travel schedules to avoid peak traffic congestion.

The purpose of the policy will be to ensure that peak hour roadway capacity for Circulation Element routes is able to accommodate the demands resulting from the approval of discretionary permits.

The policy calls for a special report to be prepared by the Director of Transportation when the road system in the vicinity of a project reaches low levels of service, i.e., becomes overcrowded. The report will describe the extent and timing of the capital improvements projects necessary to eliminate the deficiency.

The policy states that major subdivisions will not be approved where insufficient capacity exists unless:

- The capital improvement projects necessary to eliminate the deficiency are contained in the County Six-Year Capital Facilities Program; or

- The developer or project sponsor agrees to eliminate the deficiency as a condition of project approval.

4. Policy Re Capital Improvements Projects in the Unincorporated Area

Provision of facilities and services is a shared responsibility of the County and numerous independent serving districts. Government Code Sections 65401 and 65402 attempt to provide a method for coordinating County and special district projects. In addition, region-wide agencies such as LAFCO and CPO have major decision-making authority over the timing and location of major facilities. This policy establishes the position of the County in regard to construction of capital facilities in the unincorporated area.

The policy provides for:

- Active County support for all capital projects including those of special districts that are needed to implement the Regional Growth Management Plan.
- Prioritization of all capital improvement expenditures in the Six-Year Capital Facilities Program and Target Area Expenditures Policy (see Appendix VII).
- Implementation of Government Code Section 65401 by inclusion of special districts' projects in the Six-Year Capital Facilities Program with comments about Regional Growth Management Plan consistency
- Active opposition of any capital improvement project or decision impacting service delivery found to be inconsistent with the Regional Growth Management Plan.

TABLE 1

FACILITY STANDARDS

Growth Management Category	Sewers	Water	Fire Protection	Schools
Urban	Public sewerage systems consistent with State and Federal regulations	Water supplied by member agency of County Water Authority	Independent district with five minute maximum average response time and assured water supply	Standards established by district
Estate	Private waste water disposal systems consistent with Health Dept. regulations	Water supplied by member agency of County Water Authority	Independent district with seven minute maximum average response time and assured water supply	Standards established by district
Rural	Private waste water disposal systems consistent with Health Dept. regulations	Groundwater availability	Volunteer service with seven minute maximum average response time	Standards established by district
Country Towns	Facility standards are the same as those for the surrounding adjacent growth management category.			
Special Study Areas	Facility standards are to be developed as part of the studies.			

TABLE 2

SEWER, WATER AND SCHOOLS

Service Demand Level	Definition	Facility Adequacy Ratings and the Accommodation of Demands									
		I	II	III	IV	V	VI	VII	VIII	IX	X
A	Current Users	X	X	X	X	X	X	X	X	X	
B	Vested Users	X	X	X	X	X	X	X	X		N
C	Preferential Users	X	X	X	X	X	X	X			O
D	Final Maps	X	X	X	X	X	X				N
E	Approved Maps	X	X	X	X	X					E
F	Pending Maps	X	X	X	X						
G	Miscellaneous Demand	X	X	X							
H	Build out 1985	X	X								
I	Build out 1995	X									

RATINGRECOMMENDED ACTION

I	None.
II	None.
III	Agency to report on expansion projects and interim measures.
IV	Board of Supervisors consider moratorium on new subdivision maps.
V	Board of Supervisors consider moratorium on approval of subdivision maps.
VI	Agency to report on alternatives to a total moratorium.
VII	Board of Supervisors consider moratorium on recording of subdivision maps.
VIII	None.
IX	Board of Supervisors consider building permit moratorium.
X	Board of Supervisors <u>shall</u> impose a building permit moratorium.

TABLE 3

FIRE PROTECTION

<u>RATING</u>	<u>DEFINITION</u>	<u>ACTION</u>
I	Performance and Jurisdictional Standards have been realized in this area.	None.
II	Performance Standards have been met but annexation is required to meet Jurisdictional Standards.	Annexation to district required before approval of subdivision map.
III	Jurisdictional Standards have been met but Performance Standards cannot be met at this time.	Agency to report on projects and schedules to eliminate deficiencies.
IV	Neither Performance Standards nor Jurisdictional Standards can be met at this time.	Board of Supervisors to consider moratorium until deficiencies are eliminated and area is annexed.

CHAPTER V. ENVIRONMENTAL RECOMMENDATIONS

A. Goals and Objectives

The environmental goals and objectives are as follows:

1. Goal - Protection of Environmentally Significant Areas

Protect lands needed for vital natural processes, the managed production of resources, recreation, educational, and scientific activities.

- Protect lagoons and estuaries from urban encroachment, runoff, and sedimentation.
- Protect and maintain the supply of beach quality sand.
- To the maximum extent possible, keep floodprone areas in their natural state.
- Identify and protect regionally significant deposits of construction quality sand and rock from urban encroachment.
- Maintain and preserve the existing watershed; groundwater integrity, vegetation and wildlife, outdoor recreation, scientific, education, agricultural, archaeological, and open space values of the mountain, desert, beach and bluff areas of the County.

2. Goal - Conservation of Resources

Maximize efficient use of water and energy.

- Locate urban growth in order to minimize space heating and cooling requirements and reduce vehicle miles traveled.
- Promote urban land uses, densities and configurations that promote water conservation and are capable of being sustained during periods of reduced imported water supplies.
- Promote reuse of wastewater in an energy-efficient manner.

- Limit urban development to areas served by imported water.
- Limit development in rural areas to levels that will not result in significant mining of ground-water resources.

3. Goal - Achievement of Air and Water Quality Standards

Achieve and maintain mandated air and water quality standards.

- Encourage urban development patterns that will minimize transportation requirements; in particular, the number of automobile trips.

B. Recommended Actions

In order to meet these goals and objectives, the following actions are recommended:

1. Groundwater

- Adopt a rural groundwater policy to guide development in the rural areas of the County (see Appendix V).
- Seek funding to perform a comprehensive study of groundwater availability in the rural areas of the County (see Appendix V).

2. Constrained Lands

Policy recommendations concerning permitted uses in environmentally sensitive (i.e., constrained) areas are contained in the Land Use Section of this report (see pages 17 to 18).

3. Achievement of Densities that Promote Water Conservation

This issue is covered in the Land Use Section (see pages 21 and 22).

C. Relation of Environmental Objectives to Candidate Growth Area Selection Process

Most of the environmental objectives were achieved in the process of identifying candidate growth areas. Those objectives and the manner in which they were addressed are as follows:

1. Protection of Environmentally Significant Areas

- Lagoons, flood plains, and deposits of construction quality materials are shown as constrained land on the preliminary plan (see Land Use Section, pages 17 and 26).
- The mountains and desert areas are shown as rural on the preliminary plan.

2. Conservation of Resources

- Space heating and cooling requirements were factors taken into account when identifying candidate growth areas.
- Areas not served by imported water are shown as "rural" on the plan.
- Distance from commercial employment centers (i.e., potential VMT) was a factor in identifying candidate growth areas.
- Availability of water service was a factor in identifying candidate growth areas.

3. Achievement of Air Quality Standards

The Candidate Growth Area Selection Methodology emphasized development patterns that would help minimize vehicle miles traveled and trips. Specific criteria included ratings which:

- Encouraged infilling of existing urban areas.

- Directed growth to those areas with existing or planned commercial and industrial facilities.
- Encouraged growth in areas where public transit is most feasible.

D. Relation of Environmental Objectives to Other Planning Efforts

1. Protection of Environmentally Significant Areas: Beach and Bluff Areas.

Protection of beach sand and bluff areas will be part of the local coastal planning effort.

2. Conservation of Resources: Water Reclamation

The County is seeking funds to carry out a major study of water reclamation to determine the extent to which this objective can be met.

3. Achievement of Water Quality Standards

Region-wide water quality planning is being undertaken in part by the Comprehensive Planning Organization as part of the "208" process. Facilities needed to achieve water quality standards and accommodate anticipated growth will be identified in the course of the studies.

E. Discussion of Recommendations

1. Rural Groundwater Policy

A draft Groundwater Policy and Guidelines for Groundwater Studies are contained in Appendix V.

The eastern two-thirds of the County is totally dependent on groundwater resources. Prior to the early sixties

limited land development had minor impacts on groundwater supplies; however, the recent proliferation of land development projects threatens to deplete groundwater resources. In addition, while the extent of the County's groundwater reserves is unknown, recent studies indicate that groundwater reserves and annual replenishment are significantly less than previously thought.

The purpose of the proposed Groundwater Policy is to:

- Assure that new development in the rural areas of the County not exceed the long-term availability of local groundwater resources.
- Give direction to the County's treatment of groundwater-related issues.

To accomplish this, the policy proposes interim lot size controls, uniform procedures for performing groundwater studies, and ultimately a County-wide groundwater study.

a. Interim Lot Size Controls

Development not supported by imported water will be limited to minimum lot sizes based on slope and mean annual precipitation.

RURAL GROUNDWATER POLICY
RECOMMENDED INTERIM LOT SIZE CONTROLS

<u>Minimum Lot Sizes</u> <u>(In Acres)</u>		
<u>Mean Annual</u> <u>Precipitation</u>	<u>Less Than</u> <u>15% Slope</u>	<u>Greater Than</u> <u>15% Slope</u>
10 Inches or Less	20	40
10 to 22 Inches	8	20
Over 22 Inches	4	8

These lot sizes are estimates based on currently available information. That information is sketchy but the proposed lot sizes appear to provide a safe margin of error, pending more comprehensive studies.

Development at greater densities will be permitted, provided they conform with the County General Plan and the project proponent can demonstrate that there is sufficient groundwater to support the project.

The Policy provides that projects conforming with the interim lot size provisions not be required to submit technical information about groundwater availability as a part of the project review process.

b. Procedures for Performing Groundwater Studies

The policy described general procedures to be followed in carrying out groundwater studies, and

assigns responsibility for overseeing such studies to a County Hydrogeologist. (A draft copy of the Guidelines is contained in Appendix V)

c. County-Wide Groundwater Study

The policy declares that, subject to the availability of funding, the County intends to undertake an extensive geotechnical study to determine the long-term availability of groundwater resources not served by imported water. Based on study results, land use classifications and zoning for the rural parts of the County should be revised. (An outline of the proposed study is contained in Appendix V)

F. Environmental Impact Report

An Environmental Impact Report will be prepared on this Preliminary Plan. It will be available for public review in February 1978. The EIR will identify the major environmental issues associated with implementation of the Preliminary Growth Management Plan. It will also recommend mitigation measures to minimize adverse impacts. Two of the issues to be dealt with are air quality and water supply. They are not totally under County control, but will significantly affect the future growth of the region. Due to their importance, a preliminary discussion of the issues is contained in Appendix V.

Briefly, the issues are as follows:

1. Air Quality

- San Diego has a serious air pollution problem.
- The region is compelled by statute to meet its clean air responsibilities under the Clean Air Act Amendments.
- Failure to meet these Clean Air Act responsibilities could result in imposition of major sanctions.

2. Water Supply

- San Diego County is almost entirely dependent on imported water. Optimistically our local supplies can meet only fifteen percent of present needs.
- The Metropolitan Water District (MWD) is now taking one million acre feet per year from the Colorado River. However, the MWD's maximum legal entitlement is about 559,000 acre feet per year.
- By 1985, when the Central Arizona Project becomes operational, MWD may be restricted to this amount.
- Making up the deficit created by the Central Arizona Project, plus meeting the demand created by additional growth in the MWD service area depends on construction of additional facilities in Northern California and implementation of a comprehensive water reclamation program.
- Construction of new facilities depends on passage of SB 346, currently pending before the California Legislature.
- Long-term prospects for water reclamation in the region will be covered in a major study for which funding is currently being sought.

Air quality and water supply could be major constraints on future growth in the region. The EIR will deal more systematically with these issues.

CHAPTER VI. GOVERNMENTAL STRUCTURE RECOMMENDATIONS

A. Goals and Objectives

The governmental structure goal and objectives are as follows:

Goal - Annexation/Incorporation

Assure that urban communities are governed in a manner to provide maximum representation and efficient and equitable provision of public services. It is not the intent of this policy to provide urban services to unincorporated areas. Urban services may be administered by the County through County Service Areas when the full cost of such services is supported by the area being served rather than the County General Fund. The County General Fund will continue to support legitimate rural level services in rural areas. Provision of urban services to urban areas is not a proper role of County government. Legislation to implement this goal will be actively sought.

- Encourage and assist those unincorporated areas of the County which have urbanized to the point of requiring urban-level services to seek municipal status by either annexation to a city or incorporation.
- As an alternative to annexation or incorporation, use County Service Areas or alternative service agencies to recover the full cost of urban-level service.
- Limit expenditure and service levels in urbanized communities in the unincorporated area which do not choose to participate in County Service Areas.
- Provide adequate property and sales tax bases to encourage areas to annex or incorporate.

B. Recommended Actions

To meet these goals and objectives the following action is recommended:

- Revise Board of Supervisors Policy I-55 (San Diego Annexation/Incorporation Policy) to assure that urban communities in the unincorporated area seek municipal status or other appropriate governmental structure.

C. Relation of Governmental Structure Goal to Candidate Growth Area Selection

Annexation potential was one factor used in identifying candidate growth areas (see Appendix II).

D. Discussion of Recommended Actions

The major issue associated with this recommendation is the appropriate role of County government in service delivery for the unincorporated area. Generally, it is felt that provision of urban levels of service is the proper role of cities, not the County. In most cases cities are able to provide the full range of urban services more efficiently and equitably:

- More efficiently in that the tax rate for city provision of services is often less than the combined rate of the County plus the special purpose service agencies providing urban services.
- More equitably in that often services are provided to such communities by the County at the expense of all taxpayers, including city residents.

Thus, the County should take positive steps whenever possible to assure that urban and urbanizing communities in the unincorporated area annex to an adjacent city or incorporate. If an area wishes not to annex or incorporate, then urban levels of service should be provided by County Service Areas, Community Service Districts, or an alternate service agency in a structure which distributes costs fairly.

The recommended revised I-55 policy contains the following:

1. Governmental Structure Classifications

Areas of the County which are or may become urban are divided into six broad classes. They are:

- County Islands
- Urban Development Areas with Potential to Annex
- Urban Development Areas with Potential to Incorporate by 1985
- Urban Development Areas with Potential to Incorporate Beyond 1985
- Non-Urban Development Areas with Potential to Incorporate Beyond 1985
- Non-Urban Development Areas Without Potential to Incorporate

2. Policy Actions to Assist in Achieving Municipal Status

For each of the six classifications identified above, specific policy actions are recommended to encourage the achievement of municipal status. They are:

a. County Islands

In the interest of efficient service provision, annexation of unincorporated islands will be encouraged through LAFCo. Creation of new County Islands should be discouraged. Specific actions will include:

- Identify the appropriate city or cities to which the island should be annexed.
- For those islands which fit the criteria specified in Municipal Organization Act of 1977, assist the appropriate city in initiating proceedings to annex them.
- Targeting of improvements for those islands in which improvements are necessary in order for appropriate city to annex and where annexation can be accomplished, i.e., fit definition of AB 1533 or residents are interested in annexation. If annexation is not feasible, withhold improvements except those necessary for public health and safety.

- Within islands that do not fit Municipal Organization Act of 1977 definition, place T-8 zone overlay on agricultural or under-developed land until area is annexed.
- Board support of the Local Agency Formation Commission in stringently enforcing the Government Code provisions prohibiting annexations which would create County islands.

b. Urban Development Areas with Potential to Annex

The intent in these areas will be to provide a range of incentives and disincentives which will result in early annexation of appropriate areas to adjacent cities. Policy actions include:

- Discourage formation of County Service Areas or Community Service Districts if such formations might delay or preclude annexation.
- In areas not preplanned by the adjacent city, place them in an "annexation reserve" or "prezoned" category to assure that incompatible development does not occur.
- In areas that have been preplanned by the adjacent city, take actions to assure that the County plan and zoning are consistent with those of the city.
- Provide adequate opportunity for city review of all County projects including lot splits.
- Prohibit waiver of required improvements for divisions of land within annexation areas to insure that standards in the unincorporated areas meet the standards required by the adjacent cities.

c. Urban Development Areas with Potential to Incorporate by 1985

The intent in these areas will be to assist the communities to incorporate before 1985. Policy actions include:

- Contingent on available resources, assist in the preparation of reorganization studies to include:
 - (1) A review of the potential for dissolution or consolidation of special purpose serving agencies.
 - (2) Definition of alternative forms of local government appropriate for the area.
 - (3) Recommended actions.
- If found appropriate in the reorganization study, apply for appropriate reorganization to consolidate services until incorporation is feasible.
- If found appropriate in the reorganization study, take actions to initiate incorporation proceedings.
- Where appropriate, target these areas for special capital facilities expenditures to expedite incorporation.
- Where appropriate, revise community plans to include land use designations which include sufficient densities and an appropriate mix of commercial and industrial uses to provide sufficient tax base to make incorporation feasible.
- Municipal Advisory Councils may be established prior to the reorganization study or initiation of the incorporation for the purpose of addressing issues such as development proposals, levels of police or fire protection, or local capital improvements.

d. Urban Development Areas with Potential to Incorporate Beyond 1985

The intent in these areas will be to provide interim structures of government that provide for cost effective service delivery in the short term and that will prepare the area for eventual incorporation. Policy actions include:

- Where appropriate revise Community Plans to include an incorporation goal. Revise planned land use designations to include sufficient densities and an appropriate mix of commercial and industrial uses to provide sufficient tax base to make incorporation feasible.
- Where appropriate initiate reorganization proceedings in areas where there is expressed community interest in incorporation and where major facilities improvements are needed.
- Where appropriate, target these areas for special capital facilities expenditures to expedite incorporation.
- Municipal Advisory Councils may be formed to develop local leadership and a sense of community identity. However, County assistance priority should be given to areas with potential to incorporate by 1985.

e. Non-Urban Development Areas with Potential to Incorporate Beyond 1985

The intent in these areas will be to defer inappropriate urban development and proliferation of service agencies which may make future incorporation difficult. Policy actions include:

- Discourage formation of County Service Areas or other special districts, which would be growth-inducing and are for other than health and safety reasons.
- Area Planning Commission may be established to resolve local planning issues.

f. Non-Urban Development Areas Without Potential to Incorporate

The intent in these areas will be to provide guidelines for those unincorporated areas not planned for urbanization. Policy actions include:

- Discourage formation of County Service Areas or other special districts, which would be growth-inducing and are for other than public health and safety reasons.
- Do not target the areas for urban-level capital facility improvements.
- Discourage land divisions and rezone applications outside the urban limit line which are conditioned upon annexation to single service districts, especially a sewerage agency.

3. Alternative Governmental Structures

The revised Policy I-55 distinguishes between base and extended levels of service. A base level of service refers to services common to the rural and semi-rural areas of the County. In this policy, areas requiring a higher or extended level of service are encouraged to annex or incorporate. Areas not choosing to do this may still receive extended levels of service provided the full cost of such services is supported by the area being served rather than the County General Fund. This will usually include formation of a County Service Area or Community Service District. ✓

The County's growth management staff is currently working with various County departments to identify base and extended service levels. Recommendations will be contained in the final Growth Management Plan.

E. Municipal Organization Act of 1977 (MORGA)

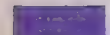
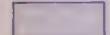
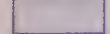
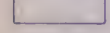
The Municipal Organization Act of 1977 (MORGA) became law on January 1, 1978. MORGA will help the County implement revised Policy I-55. An analysis of the statute is in Appendix VI.

F. Governmental Structure Map

A preliminary map has been prepared identifying areas with potential to annex or incorporate. The map attempts to designate County communities according to the classifications described on pages 59 and following of this report and in the draft policy in Appendix VI.

A discussion of the map is contained in Appendix VI.

Legend

-  COUNTY ISLANDS
-  CANDIDATE GROWTH AREAS WITH POTENTIAL TO ANNEX
-  CANDIDATE GROWTH AREAS WITH POTENTIAL TO INCORPORATE BY 1985
-  CANDIDATE GROWTH AREAS WITH POTENTIAL TO INCORPORATE BEYOND 1985
-  NON-CANDIDATE GROWTH AREAS WITH POTENTIAL TO INCORPORATE
-  NON-CANDIDATE GROWTH AREAS WITHOUT POTENTIAL TO INCORPORATE

COUNTY OF SAN DIEGO
PRELIMINARY
LOCAL GOVERNMENT STRUCTURE
POLICY AREAS

NOTE: This map is a component of the preliminary regional growth management plan. Refer to the plan text for a discussion of the map categories and their proposed application.

Regional Growth Management Program

Scale: 1 to 2 miles (3.2 kilometers) 1:125,000 January 1978

-  FREEWAY
-  MAJOR ARTERIAL
-  MINOR ARTERIAL
-  UNPAVED ROAD
-  RAILROAD
-  AIRPORT
-  INCORPORATED AREA
-  MILITARY RESERVATION
-  INDIAN RESERVATION
-  CLEVELAND NATIONAL FOREST
-  PERENNIAL DRAINAGE
-  INTERMITTENT DRAINAGE
-  STATE PARK
-  COUNTY PARK
-  CITY PARK

DEPARTMENT OF TRANSPORTATION • MAPPING SECTION
4955 Mercury Street, San Diego, California 92111 • (714) 565-5081

THIS MAP IS A COMPONENT OF THE PRELIMINARY REGIONAL GROWTH MANAGEMENT PLAN. REFER TO THE PLAN TEXT FOR A DISCUSSION OF THE MAP CATEGORIES AND THEIR PROPOSED APPLICATION.

THE COUNTY OF SAN DIEGO HAS A LONG HISTORY OF GROWTH. THE GROWTH OF THE COUNTY HAS BEEN A RESULT OF THE INCREASING POPULATION AND THE NEED FOR MORE LAND TO ACCOMMODATE THE GROWING POPULATION. THE COUNTY HAS A LONG HISTORY OF GROWTH AND THE NEED FOR MORE LAND TO ACCOMMODATE THE GROWING POPULATION.

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CHAPTER VII. HOUSING AND SOCIAL RECOMMENDATIONS

A. Introduction

As indicated in the introduction to this plan, a major concern of growth management is to assure that future growth is managed in such a way as to meet housing and other economic and social needs of the region's residents.

To accomplish this, the Growth Management Plan must seek to:

- Accommodate a "fair share" of the region's projected population increases.
- Avoid deterioration of existing communities.
- Avoid displacement of existing residents.

In some jurisdictions the adoption of growth management plans has resulted in substantial density decreases and thus reduced land availability. Such actions tend to drive up the cost of housing, thereby excluding low and moderate income persons from adequate housing opportunities.

Deterioration of neighborhoods is caused by a complex set of factors. Two important factors are the level of public and private investment. New growth areas on the fringes usually compete successfully with older, less affluent neighborhoods for these scarce investment dollars. Conscious effort by agencies such as the County is necessary if urban growth is not to accelerate the rate of deterioration in its older, established areas.

A plan such as this one can have both positive and negative impacts on communities. Public investment in candidate growth areas, along with designation of sufficient land to accommodate the full range of housing demand should have a beneficial impact on all County residents. However, incentives to invest in existing neighborhoods tend to make an area more attractive, leading to higher housing prices and displacement of existing residents.

The social and housing recommendations try to mitigate these problems as well as take advantage of the opportunities provided by growth management to assure that the County's land use programs are used to help meet regional housing and social needs. For a detailed discussion of the County's housing situation, see Appendix VII.

B. Social Policy Recommendations

1. Goals and Objectives

Social goal and objectives are as follows:

Goal

Encourage development of communities that are accessible to a mix of residents representative of the full range of age, income, and ethnic groups.

- Encourage balanced communities through the coordinated allocation of social services, public facilities, and designation of land uses in candidate growth areas.
- Use the special needs of target populations as a factor in identifying candidate growth areas.

2. Recommended Actions

To meet these goals the following actions are recommended:

- Adopt a Target Area Expenditure Policy to assure that deteriorating areas or areas with major services and facilities deficiencies be given priority treatment for public expenditures and incentives for private investment.
- Amend Board of Supervisors Policy A-36 to establish a uniform method for determining future social service needs.
- Approve in concept preparation of a Social Element to be incorporated into the General Plan.

3. Discussion of Recommended Actions

a. Relation of Social Goal to Candidate Growth Area Selection Process

Social goals were among those factors used to identify candidate growth areas. Ratings were based on a determination of the relative likelihood that designation as an urban development area (i.e., Candidate Growth Area) would:

- Result in minimum displacement of existing populations through market forces.
- Serve special target populations such as elderly, minority, and lower income households.
- Tend to preserve and upgrade existing, but declining urban areas.
- Lead to more heterogeneous communities, balanced in the sense of approximating regional levels of income, accommodation of special target populations and employment access.

Negative ratings were given to those areas in which the densities or prices of housing, unavailability of employment or of rental units made meeting the needs of target populations relatively unlikely without major governmental interventions.

b. Target Area Expenditure Policy

- Selection of Target Areas

Areas which exhibit symptoms of deterioration or are rapidly urbanizing have been identified in the Regional Growth Management Program as target areas. These areas were selected using criteria defined in the Housing and Community Development Act of 1974.

Evaluation of communities focused on

- (1) Overall wealth;
- (2) Evidence of community stability;
and
- (3) Access of residents to employment centers.

Competition among communities in the region for resources is assumed to underlie the process of community decline. Those areas showing significant instability and limited economic resources to cope with change or land use transitions were designated as

target areas. Areas with relatively poor access to employment were given high priority.

Included in the appendix is a summary profile of each census tract within the Candidate Growth Areas and a brief methodological discussion (see Appendix VII).

- Recommended Policy

The proposed Target Area Expenditure Policy establishes a procedure for meeting the County's commitment to improve social and economic conditions in areas that are presently deteriorated or exhibit a trend toward deterioration. In the Regional Growth Management Plan, physically declining areas and areas identified as having concentrations of lower socio-economic characteristics have been included in the selection of candidate growth areas to encourage economic investment in and development (or stabilization) of these areas. In addition, target areas have been identified for the coordinated concentration of public capital facilities expenditures (see Appendix VII).

The objective of targeting specific areas for development and for public expenditures is to prevent or turn around deterioration and to provide incentives for private investment.

This policy will:

- Provide a methodology for identifying specific areas which exhibit varying characteristics of deterioration; and
- Target these areas for public funds and services to help upgrade them.

It has been demonstrated in other jurisdictions that the most effective way to prevent deterioration is to coordinate expenditures within designated areas into an overall strategy which will attract a stable or increasing level of private investment. By focusing public expenditures which are presently loosely coordinated, the social benefits of public expenditures on a geographic area can be maximized.

Public investments can be instrumental in directly upgrading existing capital facilities and infrastructure of a target area, while indirectly influencing private investment decisions. Because of the relatively urgent needs in target areas, they should receive priority in the preparation and revision of community plans. Growth management

policies and Community Plans should be important catalysts for increasing private investment, since they both address community identity and future growth.

The proposed policy calls for a comprehensive strategy to be developed for each target area. The strategy will include:

- Identification of physical needs; and
- Identification of specific resources (Federal, state and/or local) to be earmarked for meeting those needs.

These identified needs should be assigned high priority in Federal grant programs, the County's capital facilities plan, preparation of community plans, and resource allocation plans such as the County's program budget.

In some target areas, the strategy may merely require minor physical improvements. Well-timed small investments in recreation facilities, road and street improvements, utilities, or in small scale redevelopment and economic development efforts can avert greater costs of economic decline and community-wide deterioration.

Areas which are substantially deteriorated may require special attention such as Housing and Community Development Block Grant funds to provide an infrastructure; OEDP funding to increase employment opportunities; or the designation of the area for redevelopment to achieve physical upgrading. To develop a comprehensive strategy for these areas, physical and economic incentives must be accompanied by improved delivery of social services. The public expenditures involved in such a comprehensive strategy can reduce or reverse the greater costs of economic decline, low or declining tax yield, and increasing need for rehabilitation.

c. Planned Delivery of Social Services Policy

In the past, County welfare, health, criminal justice, and other social service delivery agencies have lacked a planning and forecasting capability directly linked to the public facilities and land use planning. The lack of a coordinated planning and forecasting capability has placed the County in a reactive role when trying to meet social service needs. Areas experiencing rapid population growth have suffered a lag in the provision of social services.

The County's Regional Growth Management Plan and implementation strategies provide for the orderly phasing of physical development. This Plan will increase the level of certainty in the physical planning process. Within Candidate Growth Areas the planned delivery of social services should reflect the projected land uses and be consistent with the implementation strategies of the Regional Growth Management Program. The phased land use strategy provides the mechanism for all County service delivery agencies to use a common base for projecting service demand, needed improvements, and funding levels.

To accomplish this, Board Policy A-36 should be revised. Such a revision is currently being carried out by the County's Office of Management and Budget as part of the Program Planning and Management System development.

Revised Policy A-36 should provide a procedure to translate Regional Growth Management projections into social service needs.

d. Social Element

In order to insure that implementation of the Regional Growth Management Plan results in an overall net social benefit to San Diego residents, a social element should be prepared as a component of the County General Plan.

The Social Element should include the following:

- Social and economic profiles of unincorporated communities. These profiles should provide the basis for determining special service needs in communities.
- A set of social goals and objectives to guide the provision of public services concurrently with physical development in a manner that meets the needs of the full range of social and economic groups in any community and throughout the region. Specific community plan social goals, objectives and policies may be developed as necessary to implement or extend County-wide policy. In keeping with the Regional Growth Management goals and objectives and the Target Area Expenditure Policy, community plan social goals should identify the specific social problems and needs of that community.
- Identification of inequities in the level of services or facilities provided to communities.
- Identification of physical factors and land use policies that lead to deterioration of communities.
- Identification of strategies to reverse deterioration and decline.
- Recommendations concerning the mix of land uses and densities necessary to meet the social and housing needs identified in the Regional Growth Management Plan and Housing Assistance Plan.

C. Housing Recommendations

A detailed study of the County's housing situation is the foundation for the recommendations which follow. The nature of the County's serious housing problem, including availability of land for mobile home parks, is described in Appendix VII.

1. Goals and Objectives

The housing goals and objectives are as follows:

a. Goal - Provision of Sufficient Units

Assist the private sector in the provision of sufficient housing units in the unincorporated area to accommodate the Board of Supervisors-endorsed population projections.

- Develop an information system to determine if housing needs are being met in the County.

b. Goal - Provision of Affordable Units

Assist the private sector to assure that adequate, affordable shelter will be available to all socioeconomic groups throughout the County.

- Reduce the cost of housing to consumers.
- Provide adequate shelter for low income households throughout the County.
- Designate target areas in which low and moderate income housing is needed.
- Provide incentives or subsidies for construction of housing that is affordable to target populations.

2. Recommended Actions

To meet these goals and objectives the following actions are recommended:

- Make necessary amendments to the Housing Element of the County General Plan. Adopt a Housing Element for each Community Planning Area. Assure that the Land Use and Housing Elements are consistent with each other.
- Maximize use of State and Federal Housing and Community Development Programs to reduce housing costs.
- Adopt mandatory inclusionary ordinances to require all residential development in certain plan designations to provide low and moderate income housing.

- Adopt the Comprehensive Revision to the County Zoning Ordinance.
- Monitor implementation of County Housing Policy. Prepare annual housing reports which include:
 - Annual production of units
 - Housing costs
 - Location of new housing
 - Characteristics of consumers
- "Write down" land costs for low and moderate income housing by use of County surplus lands and Community Development Block Grant funds.
- Take necessary actions to improve processing efficiency in order to reduce housing costs.

3. Relation of Housing Goals and Objectives to Candidate Growth Area Selection Process

Positive ratings were given to areas which have residential densities sufficient to offer the possibility of providing affordable housing (i.e., with plan designations permitting densities of 7.3 to the acre or greater).

4. Discussion of Recommendations

a. Housing Element

On October 4, 1977, the Board of Supervisors directed that the Regional Growth Management Program investigate the need for revising the County Housing Element. We have found that the existing Housing Element is a good statement of housing policy. Amendments are recommended primarily to comply with new State requirements.

The problems with the existing element are:

- It has not been systematically implemented.
- Specific statements of housing policy have not been adopted for several of the County's community planning areas.

In response to State mandate, the County Board of Supervisors adopted a Housing Element in May, 1975. Housing Element goals include:

- Ensure that throughout the County of San Diego, households of all socio-economic, racial and ethnic groups are able to obtain a standard, affordable home within an adequate living environment.
- Promote the widest possible provision of housing choice by structure type, cost, design and tenure in all suitable areas of the County.

In addition to the Housing Element, as a condition of Community Development Block Grant approval, the County has prepared a Housing Assistance Plan and Housing Needs Assessment.

Revisions to the Housing Element have been mandated by the State of California. The revised element is required to include:

- Identification and analysis of market and governmental constraints.
- Evaluate County actions which directly affect the production and cost of housing.
- Evaluate regional relationship to County housing needs.

- Identification method to preserve housing stock and its affordability.
- Prepare standards and plans that assure adequate housing sites (includes inventory of available vacant land).
- Internal consistency with other Plan Elements.
- Public participation and public hearing.
- Environmental review.

In addition, it is recommended that the statistical updates that have been prepared for Federal programs (Housing Needs Assessment and Housing Assistance Plan) should be included as part of the Housing Element.

The major problem with the existing Element has been that many of the action programs recommended in it have not been implemented.

There is need to integrate housing and land use policies in the County. Seldom are issues of housing supply considered in the context of general plan and zoning hearings. Implementation of the existing Housing Element and the recommendations contained in this plan will go far to correct these deficiencies.

Specific action programs in the existing Element that the Growth Management Plan support include:

- Action Program 1.1 Acknowledge the unincorporated area's responsibility to provide its share of the region's housing for low and moderate income households.
- Action Program 1.3 Establish processes and/or programs to reduce housing costs to increase private sector production of housing for moderate income households. (Includes revision to General Plan Land Use Element, Zoning Ordinance, Subdivision Ordinance.)
- Action Program 1.3(a) Revise and centralize the development review process. (See OPE Report)*
- Action Program 1.4 Prepare an ordinance or regulation which requires residential developments of various sizes to provide a percentage of all housing in the development for moderate income households.
- Action Program 1.5 Prepare a critical line graphic and time frames associated with processing activities for residential development.
- Action Program 3.1 Working with officially established Community Planning Groups review the principles enumerated herein and then revise adopted plans and include in all new plans a housing assistance plan and community development plan for the area.
- This should include:
- (1) Identification of community needs and identify short and long term housing and community development objectives which are in accordance with area-wide (regional) development planning and growth policy.
 - (2) Assess housing conditions and needs of lower income persons.

* Evaluation of the San Diego County Project and Permit Processing System, January 1978.

(3) Specify a realistic annual goal for the number of dwelling units or persons to be assisted.

(4) Indicate how the land use and recommended zoning classification within the plan provide opportunities for private sector production of housing for low and moderate income households.

Action Program 3.2 Investigate with Housing Authority land purchase for future residential use.

Action Programs 4.1-4.3 Investigate methods and programs to achieve rehabilitation, conservation and maintenance of existing housing.

Action Programs 5.1-5.2 Encourage development of economically and racially balanced communities by working with the County's Affirmative Fair Housing Marketing Plan.

Action Programs 6.1-6.5 Provide financial and technical assistance to implement this element. Investigations should include:

(1) Other revenue sources for park and school fees.

(2) State aid for implementation programs.

(3) Use of general funds for local housing related programs.

(4) Use of transfer of development rights.

Action Programs 7.1-7.5 Management and personnel resources to carry out County's housing responsibilities:

- (1) Centralized citizen participation structure.
- (2) Annual update concurrent with preparation of Housing Assistance Plan.
- (3) Closer public and private action with development review process.

Community input into the determination of housing policy is essential. The Sweetwater, Valle de Oro, Alpine, Valley Center and Julian community plans have housing elements. The following do not:

Poway
 San Dieguito
 Lakeside
 Fallbrook
 Santee
 Rainbow

It is recommended that Housing Elements be prepared for each community planning area in the County. Each element should relate to other elements of the Plan as well as deal with regional housing needs.

b. State and Federal Programs

It is recommended that the County maximize its use of State and Federal housing funds. Funds are available for the following:

- Rental Assistance

Federal funds are available from the Department of Housing and Urban Development (HUD)

through the Community Development Block Grant Program. These funds are currently being used for rental assistance (Section 8 Program).

The program is administered by the County Housing Authority for all the unincorporated area plus some of the smaller cities in the region. Presently 900 households receive assistance; 300 in the unincorporated area and 600 in the cities under County Housing Authority jurisdiction. Subsidies for an additional 1,000 families will be available this year.

This program is dependent upon households finding adequate units at rents set by HUD. If rents increase more rapidly than the upper limits of the HUD-established Fair Market Rents, then, although funds are available, there could be a shortage of units. At present all the rent subsidies for existing households in the unincorporated area are being allocated within the proposed candidate growth areas.

- Rehabilitation

Residential rehabilitation programs supported by Federal funding will assist residents in

designated rehabilitation areas to obtain low interest rate loans to improve their homes. At present, this program is just getting started in two areas within the unincorporated area -- Woodlawn Park and a portion of Santee.

- Site Acquisition

Federal funds can be used for site acquisition. The lands acquired are sold or leased to sponsors or developers at a reduced price with the guarantee that the resulting rental housing will be available to low and moderate income households.

- State Programs

State housing programs are also available to assist low and moderate income households. At present, the California Housing Finance Agency (CHFA) can assist rehabilitation efforts with low interest loans and private developers with low interest construction loans for construction. Currently, three projects are being considered for assistance from CHFA.

c. Inclusionary Ordinance

As the housing market becomes tighter and prices and rents for housing increase, persons with low and moderate incomes are more adversely affected than the population at large.

Housing choice becomes more limited and often such individuals are forced to live in substandard housing. Additionally, jobs exist and are being created in locations distant from low and moderate income housing.

A Housing Needs Assessment was prepared in March 1977. It was found that within the unincorporated area over 16,000 households were in need of housing assistance. The Housing Assistance Plan (HAP) specifies annual goals for the number of dwelling units or persons to be assisted. The plan includes the relative proportion of new, rehabilitated and existing dwelling units needed for low and moderate income groups.

To implement Growth Management goals, as well as the intent of the Housing Assistance Plan, inclusionary ordinances are proposed to require all residential development in certain plan designations to provide low and moderate income housing.

The reason for proposing inclusionary ordinances is to assure that the Regional Growth Management Plan will not exclude various housing types and economic groups from the developing urban areas of the County.

It is recognized that this factor alone would not insure sufficient housing for all economic groups. Sufficient vacant land planned and zoned for urban densities with facilities available will be needed before an inclusionary ordinance can be applied.

Copies of the ordinances plus supporting data are contained in Appendix VII.

(1) A Moderately Priced Dwelling Unit (MPDU)

Ordinance is proposed to assist moderate income households to purchase housing. Generally, families earning between \$12,000 and \$19,000 annually would qualify.

The Ordinance applies to urban residential developments of medium density (7.3 dwelling units per acre) or greater and containing forty or more units. Developers will be required to develop and sell fifteen percent of the dwelling units in their developments at a price below market value. In exchange for this, density bonuses of up to twenty percent would be permitted.

The units would be sold to households that qualify based on their income level. Financing for the units would come from traditional private lending sources.

The applicants for these units would have to be qualified by the Housing Authority and provide evidence of their income level. Income should not be in excess of a certain level to qualify as a moderate income family, while it would have to be sufficient to qualify for financing.

The developer would have the flexibility to provide the units anywhere in the development. As an alternative, the developer could locate the units within the general area of the project rather than within the specific subdivision.

To insure that these units are not immediately sold at large speculative gains, the Housing Authority would have to exercise control over the resale price of the property. The resale price would be reflective of the inflation rate, selling costs, and the improvements made to the property. The price differential that is created upon first sale should continue with each succeeding sale.

Waiver of the requirements of the Ordinance would be permitted under certain conditions.

(2) Rental Units

For units developed for rent, the ordinance would apply to multi-family developments. The ordinance would require that a percentage of the units created be rented at the Fair Market Rental Rates established by the U. S. Department of Housing and Urban Development when subsidies are available. When subsidies are not available, units could be rented at the market rates. Additionally, these units would be offered to the Housing Authority for inclusion in the appropriate rent subsidy program designated to assist low income households. The Housing Authority would be granted the right of first refusal for future rental of the units produced specifically for low and moderate income households. If subsidies are not available at the time the units are first produced, the units would be required to be made available as vacancies occur and subsidies become available. The major benefit of this ordinance would be to insure that sufficient units are available in growth areas when and if in the future there are funds available.

(3) Voluntary vs Mandatory Ordinance

Growth Management staff has considered both "voluntary" and "mandatory" inclusionary ordinances. Voluntary ordinances would depend solely on incentives to attract builder participation. The advantage of such an approach is that it is free of government control and potentially complex administrative requirements. The disadvantage is that the level of builder participation is uncertain.

Mandatory ordinances have the disadvantage of governmental control, but provide greater certainty that units will be built.

A mandatory approach is included in this Plan. In the course of the next few months, the proposed ordinances will be further evaluated to determine their long-term utility in helping to solve San Diego's critical housing problem.

d. Zoning Ordinance Revisions

The Comprehensive Revision to the Zoning Ordinance was considered by the Planning Commission in early January. This ordinance will provide greater flexibility than the present ordinance in the following areas:

- Lot size - 6,000 to 4,000 square feet
- Side yard setbacks (zero lot line)
- Revision of off-street parking requirements
- Building height requirements

These changes are essential to implement the density bonus provisions of the recommended inclusionary ordinance for home purchase. With the new Zoning Ordinance, increased densities can be approved and sufficient design control achieved without requiring a special use permit for a Planned Residential Development (PRD). These bonuses would help increase the available supply of buildable lots, without requiring major plan amendments. For example, the medium residential designation on the General Plan permits a maximum gross density of 7.3 dwelling units per acre. The minimum lot size currently compatible with this Plan designation is R-1-A (6,000 square feet). After deductions are made for streets and public easements the yield reduces to 4.5 to 5.0 dwelling units per acre. If the lot sizes of 4,000 or 5,000 square feet were permitted as proposed under the revisions, the densities could increase and approach the 7.3 dwelling units per acre permitted on the General Plan.

It is anticipated that with density bonuses, creative new housing designs would result. For example, patio homes with zero lot lines and common walls could be constructed. Each owner would possess a 4,000 square foot lot without a mandatory homeowners association. The construction of smaller dwellings would probably result (1,200 - 1,400 square feet per unit) which could lead to a reduction of the overall cost of the housing.

Specific revisions to the Subdivision Ordinance design sections (81401) would have to be made concurrently with the adoption of the Revised Zoning Ordinance. These revisions should change the minimum lot width and depth requirements to permit for example a standard 40 foot by 100 foot lot.

e. Write Down Land Costs

To assist the private sector in providing adequate low and moderate income housing the County should use its powers to provide lower cost land to developers for project development.

There are two primary methods the County can use to write down land cost:

- Use of surplus County lands
- Site acquisition

(1) Surplus Land

The County unlike the City of San Diego does not own significant amounts of vacant land. An inventory of surplus or underutilized lands was completed recently and it revealed that only three sites could potentially be used for low income housing. Two of these sites were within the City limits of San Diego. Before County land is declared surplus pursuant to Board Policy F-31, all County Departments are notified. The Department of Housing and Community Development currently screens these lands to determine their utility for low-income housing.

It should be noted that the vast majority of these County surplus properties are not useful as sites for low or moderate income housing because they are removed from urban areas or are too small.

(2) Site Acquisition

Acquiring land at market value and selling it to a developer at a lower cost is another method that can be used to "write-down" land costs in return for a developer building lower cost housing.

The Community Development Block Grant strategy proposes to use some funds to acquire sites for new construction. These funds would have the effect of reducing the developer's mortgage requirements so that lower rents may be charged to qualified low-

income persons. The expenditure of these funds in the unincorporated area would be within those Candidate Growth Areas meeting HUD requirements. The Housing Assistance Plan explains the strategy for new construction for the 1977-78 fiscal year.

An advantage of County acquisition of land would be increased flexibility in the type of assistance or programs that could be supported. For example, if a Moderately Priced Dwelling Unit Ordinance is adopted, County-owned land could be provided to a developer at a reduced cost for the guarantee of providing more than 15% of the units for moderate income households or to reduce the sales price of the unit. If this program was locally conceived and operated as suggested, it would not be subject to HUD regulation which could give the County greater flexibility in delivering moderate cost housing to households in need.

f. Processing Efficiency

Administrative processing can be improved by use of the following techniques:

- Expanded use of Master Environmental Impact Reports
- Development of a preapplication permit review procedure

(1) Master Environmental Impact Reports (EIR)

All Candidate Growth Areas should have Master Environmental Impact Reports prepared. A systematic updating of these reports should be made at three to five year intervals. In many of the Candidate Growth Areas there are existing up to date Community-wide EIR's. They can be used as a basis for preparing the Master EIR's for certain of the Candidate Growth Areas.

These EIR's would include discussions of regional and community issues, such as air quality, traffic volumes, schools, sewers, archaeology, water supply as well as other identified impacts.

Periodic addenda to this master EIR would be supplied by the IPO Growth Information System.

An applicant proposing a residential project within a Candidate Growth Area would only have to address the site specific impacts of his project. Community-wide impacts would be covered by the Master EIR and the subsequent updates from the Growth Information System.

This approach would provide developers with more information about the community and would probably lead to a reduction in their costs for preparing voluminous draft EIR's.

(2) Preapplication Permit Procedure

A preapplication permit process should be available but not mandatory for all projects in Candidate Growth Areas over forty units in size subject to the Moderately Priced Dwelling Unit Ordinance. Since these projects are providing a specified percentage of low or moderate income housing they should receive priority in processing.

At present, before a comprehensive review of a project is given, a formal application must be submitted at which time all fees are paid. It is proposed that in projects within Candidate Growth Areas developers have at their option the right to submit a preapplication request for review. The project proposal will be submitted in the form of a concept plan, showing the major features of the project. It will be reviewed by all appropriate County staff from the Department of Transportation, the Department of Land Use and Environmental Regulation, the Environmental Analysis Division, the Department of Sanitation and Flood Control, the Department of Public Health, the Department of Parks and Recreation, special districts, and the Department of Housing and Community Development. A written report will be prepared giving the applicant the County's position on the project and conditions for approval after a reasonable review period. The applicant would then have the option of submitting the formal permit application.

The review by a representative of the Department of Housing and Community Development would assure that every effort is made to accommodate as much moderate income housing as is possible under the regulations.

Fees should be assessed for this preapplication work. These fees should recover the costs of processing the preapplication work. If a formal application is submitted within a specified time period (usually three months), the preapplication fee could be applied as a credit on the total fees collected.

The primary advantage of this process would be to make the County staff position on large projects predictable without requiring costly detailed design work by the developer.

(3) County Office of Program Evaluation Study

The Office of Program Evaluation is reviewing the County's land use permit processing system. This study will focus primarily on the quality of service provided to applicants, such as time required to process permits, and on several policy issues, such as the feasibility of contracting for all or parts of the processing.

The recommendations of this study will be discussed in late January. Any proposals from the OPE study that would streamline processing time should be supported. Time reductions in processing could result in reductions in land holding costs which could lead to lower costs for new housing.

CHAPTER VIII. FISCAL/ECONOMIC RECOMMENDATIONS

A. Goals and Objectives

The economic and fiscal goals and objectives are as follows:

1. Goal - Fiscal Viability

Assure the fiscal viability of local government through growth management while providing services that meet the standards contained in this plan.

- Optimize urbanized area tax base by supporting mixes of commercial, industrial, and residential uses.
- Encourage urbanization in areas where County expenditures and revenues generated can be balanced.

2. Goal - Fiscal Equity

Provide equitable service pricing and taxation policies which provide a reasonable relationship between levels of service, costs, and revenues.

- Minimize County-wide property tax burdens of growth-related expenditures.
- Determine costs for service delivery in order to guide adoption of policies to encourage self-supporting developments.

3. Goal - Regional Employment

Promote job opportunities for projected populations which minimize unemployment and return the maximum income to County residents.

- Reduce unemployment levels in the County, while respecting environmental and physical constraints.
- Propose incentive programs which may include subsidies to encourage desired location, size, and distribution of industrial and commercial development.

- Recommend local and state legislative proposals which will assist in achieving employment goals.

B. Relationship of Fiscal Goals and Objectives to the Candidate Growth Area Selection Process

The fiscal viability goal was used in the selection of candidate growth areas. Both the ratio of commercial and industrial assessed valuation to total assessed valuation and assessed valuation per household were included in the final candidate growth area selection matrix.

C. Impact Analyses

Two reports dealing with the economic and fiscal impacts of the Preliminary Plan will be available in April. These reports will include an assessment of how well the Preliminary Plan meets the adopted economic and fiscal goals as well as an analysis of the overall economic and fiscal impacts to be expected if the Preliminary Plan is adopted. The reports will include recommendations on specific policies and interventions or changes to the Preliminary Plan that should be made in order to better meet the economic and fiscal goals.

1. Economic Impact Analysis

The economic impacts of the Preliminary Plan will be evaluated in a general purpose, summary report identifying the regional context in which growth management takes place. The economic impact analysis will present historical and projected data on economic conditions at the County-wide, rather than the candidate growth area

level of analysis. It will be presented in the form of summary statements. It will draw from and consolidate information from a number of on-going study efforts, public and private and will be closely coordinated with the on-going work associated with implementation of the County's economic development policy.

The economic background report will outline the likely futures for the total San Diego region in such areas as employment, income, and population trends.

One section of the report will identify the array of factors and forces that affect development costs, and put in perspective the question of how much hardship, if any, is placed upon developer, homeowner, or potential home purchaser, by this, or alternative growth management programs. The major area to be addressed in this analysis will be the operation of the regional land and housing markets.

2. Fiscal Impact Analysis

The fiscal impacts of the Preliminary Plan will be evaluated in a fiscal background report and a series of fiscal profiles of service providing agencies and candidate growth areas. The fiscal background report will be a general report on the fiscal and service delivery structure for the entire County. This report will focus on incorporated area/unincorporated area distinctions; the

structure of major cost and revenue items; cost/revenue flows between geographic areas and various service agencies; changes in cost/revenue structures of communities over time; and typical service delivery and cost/revenue patterns for residents of cities, unincorporated urban areas and rural areas of the County.

The fiscal profiles will include information on existing fiscal status; anticipated development; projected costs for capital facilities; projected operation, maintenance and service costs; projected assessed valuations and property tax revenue. The candidate growth area fiscal profiles will provide a basis for comparisons between candidate growth areas and for assessments of their ability to support additional development.

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